DOCUMENT RESUME

ED 184 394 HE 012 389

AUTHOR Wircenski, Jerry L., Ed.: And Others
TITLE The Annual Pennsylvania Conference on Postsecondary Occupational Education: New Federal Legislation Emphasis and Postsecondary Vocational Education (10th).
INSTITUTION Pennsylvania State Univ., University Park. Center for the Study of Higher Education.
PUB DATE Jun 79
NOTE 72p.

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS Adults; *Adult Vocational Education; *Career Education; Conferences; Disabilities; Disadvantaged; *Education Work Relationship; *Employment Experience; Federal Legislation; *Federal Programs; Females; Government School Relationship; Health Conditions; Higher Education; *Postsecondary Education; Safety; Sex Stereotypes; Work Experience Programs
IDENTIFIERS Comprehensive Employment and Training Act; Occupational Safety and Health Act 1970

ABSTRACT

Papers from the Tenth Annual Pennsylvania Conference on Postsecondary Occupational Education, which focused on new federal emphasis and postsecondary vocational education, are presented. Edited versions of discussions of the topics are also included. The following papers are included: "Adults--An Underdeveloped National Resource," by Eugene Bottoms; "CETA: Its Relationship to Postsecondary Vocational Education," by Russell C. Paulsen; "Sex Stereotyping," by Roslyn D. Kane; "Postsecondary Vocational Education for Handicapped and Disadvantaged Populations," by Thomas C. Cooke; and "OSHA and the Occupational Educator," by Ray Wahl. Notes on the conference program and contributors are appended. (SW)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED184394

The Tenth Annual Pennsylvania Conference on Postsecondary Occupational Education:

New Federal Legislation Emphasis and Postsecondary Vocational Education

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

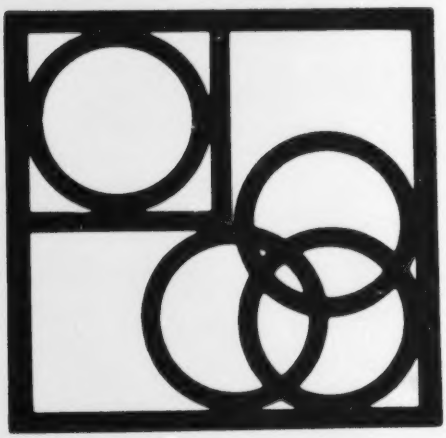
Penn State

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

Jerry L. Wircenski
Donald E. Evans
S. W. Martorana
Editors

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY



Joint Publication of
Center for the Study of Higher Education
Division of Occupational and Vocational Studies
Department of Agricultural Education

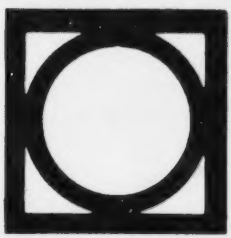
The Pennsylvania State University

HE 012 389

The Tenth Annual Pennsylvania Conference on Postsecondary Occupational Education:

New Federal Legislation Emphasis and Postsecondary Vocational Education

Jerry L. Wircenski
Donald E. Evans
S. W. Martorana
Editors



Joint Publication of
Center for the Study of Higher Education
Division of Occupational and Vocational Studies
Department of Agricultural Education

The Pennsylvania State University

June 1979

TABLE OF CONTENTS

	Page
FORWARD	v
PREFACE	vii
ACKNOWLEDGMENTS	ix
Adults – An Underdeveloped National Resource *Dr. Eugene Bottoms*	1
CETA: Its Relationship to Postsecondary Vocational Education *Dr. Russell C. Paulsen*	7
Highlights of Discussion on CETA	15
Sex Stereotyping *Roslyn D. Kane*	17
Highlights of Discussion on Sex Stereotyping	22
Postsecondary Vocational Education for Handicapped and Disadvantaged Populations *Dr. Thomas C. Cooke*	25
Highlights of Discussion on Handicapped and Disadvantaged	31
OSHA and the Occupational Educator *Dr. Ray Wahl*	33
Highlights of Discussion on OSHA	49
APPENDICES	
A – Conference Program	51
B – Planning Committee	57
C – Notes on Authors	59
D – Notes on Editors	61
E – Notes on 1979 Conference	63

FORWORD

Publication of this report of the Fall, 1978 proceedings of the Annual Pennsylvania Conference on Postsecondary Occupational Education marks completion of a decade of cooperative effort involving The Pennsylvania State University with local- and state-level educational interests to enhance programs and operations in this important educational area. Since its inception, the conference has grown in field acceptance and support; while concentrating on the special setting for postsecondary occupational education existing in Pennsylvania, the conference increasingly attracts the attention of broader regional and national concerns. In response, the planning group for each conference strives constantly to develop conference program content that has wide applicability as well as local and state relevance.

Touching critically on all such postsecondary occupational educational concerns are the actions taken by the federal government. Occupational education, more than any other aspect of education in America, has long been influenced by legislation and administrative action at the federal level. Recent amendments to the federal vocational education acts intensify the importance of the federal role in the three-way local, state, and federal relationship in education. No questions of greater significance could have been set for the tenth annual conference to probe into than the impact of recent new developments at the federal level.

Within The Pennsylvania State University, as outside of it, the postsecondary educational conference represents a multi-faceted cooperative effort of expanding dimensions. As chief administrators of the three University administrative units most directly involved in sponsoring and supporting the conference, we are pleased to present the report of proceedings of the tenth year of deliberation to colleagues in other units in the University (Commonwealth Campuses and other colleges as well as to the local community and junior colleges, technical institutes, and area vocational-technical

institutes, and area vocational-technical schools) and state agencies where on-going services in postsecondary education are to be found.

Robert E. Andreyka
Division of Occupational and Vocational Studies

Gene M. Love
Division of Agricultural Education

Kenneth P. Mortimer
Center for the Study of Higher Education

PREFACE

Occupational education is a socio-economic enterprise that is developed from a central vocational education law at the federal level and then spreads out through the various states to local educational programs in a vast complex of implementation schemes. Occupational education has been fashioned with great precision by federal legislation in order that social and economic problems related to people and the work they do might be alleviated. Occupational education has undergone significant changes due to these social and economic problems since the solid foundation was established by federal legislation in 1917. Thus, the 1978 federal legislation for occupational education addresses current issues.

The new federal legislation for occupational education was the primary factor that influenced the decisions of the planning committee for the Tenth Annual Conference on Postsecondary Occupational Education. The conference was designed to address the impact of this new federal legislation by focusing the presentations and discussions on the theme, "New Federal Legislation Emphasis on Postsecondary Vocational Education."

The papers presented in this monograph have evolved from the Tenth Annual Pennsylvania Conference on Postsecondary Occupational Education. As a usual practice, the planning committee solicited several papers from recognized educators in the field related to the theme. Dr. Eugene Bottoms, Executive Director of the American Vocational Association (AVA), keynoted the conference. His presentation appears first in the monograph because it established the educational setting for the conference and it addressed the features of the new federal legislation for vocational education. Persons with backgrounds related to each of these particular features were persuaded to serve as main presenters. Their presentations constitute the major part of the proceedings reported herein. The highlights of the discussions that followed each major presentation are also included in this publication.

The main presentations are essentially as prepared and made by the authors indicated; however, the discussions necessarily had to be edited considerably. The editors were extremely careful to preserve the key observations and keen ideas that were brought out in the spirited discussions.

We trust that this thematic approach to the conference provided substance for your professional growth. The new knowledge learned at this conference will live on forever with those we educated.

Jerry L. Wircenski
Donald E. Evans
S. V. Martorana

ACKNOWLEDGMENTS

The success of The Tenth Annual Conference on Postsecondary Occupational Education lies with so many people. First and foremost, the editors wish to express appreciation to all those who attended this year's conference, for without them there would have been no conference.

As for conference planning, a great deal of credit must go to Dr. Robert E. Andreyka, Head, Division of Occupational and Vocational Studies, Dr. Gene M. Love, Department Head, Agricultural Education, and Dr. Kenneth P. Mortimer, Professor and Director, Center for the Study of Higher Education, for their moral and financial support. One would be remiss if the special assistance of the members of the conference advisory committee were not acknowledged for their ideas and criticisms which were vital to the conference organization.

Much of the enthusiasm which was generated at this year's conference was the result of the main presentors and the discussions of the panel reactors, and for this we wish to express a special note of thanks.

As for the details which insured a smooth-running conference, Ms. Pat Bodman, Conference Coordinator at the University, the principal individual responsible, deserves a special thank you.

The publication of the conference program and proceedings required an all-out effort from so many people: Mr. John J. Vincent for his editorial assistance; Mr. Mehmet Kulachi, James Diamond, Mr. Ta-Wei Lee, and Mr. Bruce Witmer for their highlights of each discussion session; and the members of the Higher Education Student Association, Penn State Collegiate FFA, and Beta Chapter of Collegiate VICA for their hosting of the social hours.

Lastly, a very special word of thanks must go to Ms. Jane Kurzinger, typist, and the secretarial personnel in the Center for the Study of Higher Education and the Department of Agricultural Education for their assistance in preparing materials for publication and distribution.

Working collectively, this team produced a fine conference for the professional benefit of all.

ADULTS – AN UNDERDEVELOPED NATIONAL RESOURCE

Dr. Eugene Bottoms

Executive Director
American Vocational Association

Thank you for the opportunity to speak at this Tenth Annual Conference on Postsecondary Occupational Education. The often-repeated phrase, "No nation ever went broke educating its people," is especially applicable when we're talking about preparing citizens to produce the goods and services the nation needs.

That is vocational education's primary mission. Yet to see that mission fulfilled, adult vocational education programs must be expanded. Vocational education served only 4 percent of the labor force through adult programs in 1976. And a close examination of enrollments by state reveals considerable unevenness in the delivery of these adult programs, with Iowa serving 10.6 percent of the labor force and the District of Columbia serving less than 1 percent.

National initiatives are needed to expand the capacity of adult vocational education, so that it can serve annually 10 percent of the labor force and can provide more even delivery across the states. The challenge is made greater by the ever-increasing number of adults in the country. Indications are, for example, that in 1985 there will be 70.6 million adults ages 25 to 44, up from 53.4 million in 1978.

The need for increased emphasis on adult vocational education is highlighted by many indicators. Among them:

[] There is crowding on the lower rungs of the job ladder today. Public expenditures on vocational education and training programs are too often used for entry-level job preparation. Adult programs are needed to create upwardly mobile workers.

[] Many of the nation's older cities are experiencing a flight of business and industry. One reason is the lack of adult programs to increase the productivity and promotability of workers within the context of the needs of a given business.

[] Today, changes in technology, materials and processes – which are essential to the United States' competitiveness in international trade – call for skilled workers to be continually retrained.

American industrial productivity has declined since 1976 from an annual rate of 3.3 percent to a rate of only 1.3 percent. A substantial expansion of adult vocational education is needed if workers are to help reverse that trend.

[] The number of immigrants entering the United States — many of them illegal — has increased tremendously in recent years, creating a host of problems. Their assimilation into the labor force is one problem that can be lessened through adult vocational education.

[] The creation of small business has declined during the 1970's. Extension-type vocational education programs are needed to help offset this, by providing training and technical assistance to managers of small businesses over an extended period of time.

[] Declining student achievement, growing child abuse, increasing numbers of single-parent families, and increasing youth alienation point to the need for an expanded program of adult vocational home economics, focused on improving the quality of family life.

We need a comprehensive view of vocational education for adults, a view that takes in two equally important dimensions. One is to assist adults to make continued career choices, to prepare for a specific job and to progress in the world of work in a socially responsible way. Here the focus is on development of the individual adult toward the realization of his or her employment and career goals.

The other dimension is to create a more favorable and stable economic climate in a community. Here the focus is on training and services built around the needs of a given employer or cluster of employers, on increasing worker productivity and on strengthening small businesses. Of all Americans who work, 80 percent work for employers who have fewer than one hundred workers and thus do not have an in-house education program. This certainly must be a major role of adult vocational education.

Both dimensions will require extremely close cooperation between vocational educators and leaders in business, industry, labor and agriculture.

The second dimension in particular calls for vocational institutions that (a) are flexible and respond immediately to local requests; (b) inform community employers of available services; (c) individualize training programs to the needs of a given industry; and (d) develop curriculum materials, employ personnel, and locate

and rent facilities with a minimum of bureaucratic procedure.

Currently, more than a dozen states are providing this quality of service through some form of extension program for local employers, often referred to as in-plant training. Many more such programs are needed.

Yet for such extension or outreach efforts to prevail in the delivery of vocational education services for adults, there must exist enlightened educational, civic and business leaders who recognize the dividends of economic stability and improved quality of life that such a program returns to the community and the individual. Institutions now delivering comprehensive programs of adult vocational education are under local governing boards who recognize that serving adults is interrelated with the economic health of the community.

A comprehensive program of vocational education for adults must include outreach strategies for reaching such special population groups as underemployed adults, unemployed adults, displaced homemakers, minorities, immigrants and handicapped adults. One successful strategy has been neighborhood outreach centers that provide a variety of services – career counseling and planning, job orientation, financial assistance, job follow-through assistance – in addition to a program of vocational education. Such efforts often link adult vocational education and adult basic education together successfully.

These outreach centers are costly but the cost may not be significant when we recognize that in many of our communities a large number of the citizens have grown cynical, unwilling to trust anyone, rejecting the world of work as it has previously rejected them. Vocational education for adults can thus have a significant impact on depressed urban and rural communities if it can establish an outreach system that has its roots in the homes and apartment towers and on the streets where the needy live.

One of the key missions of managers of comprehensive programs of vocational education for adults will be to establish linkage with available financial resources and services. Many truly successful programs for adults have managers or directors who might be described as true entrepreneurs. That is, they seem to have a unique capacity for recognizing the needs that exist, articulating programs to meet those needs and generating community support to deliver such programs.

It is possible for a contemporary and comprehensive program of vocational education for adults to emerge as a major program, with status equal to the several institutional arrangements that now deliver vocational education. For this to occur, however, certain barriers must be overcome.

The first has to do with a limited vision. Today, adult vocational education is too often treated as something that is done if time and/or resources are left after the other phase of the program. It is a mere appendage.

In the 1960's, the adult enrollment represented nearly 50 percent of the total vocational enrollment. The adult enrollment has since decreased by 27 percent. From 1966 to 1976, while the total enrollment grew 150 percent, the secondary program increased 191 percent and the postsecondary program increased 398 percent. The adult program increased only 61 percent to just over four million.

The failure to make adult vocational education an integral part of the local community educational service stems partly from a lack of vision by educational and civic leaders regarding the contribution that it can make to problems of unemployment and business and industrial stagnation. The time has come to see the adult program as one that is financed, staffed and designed to achieve its own unique missions for the adult and the community.

Another reason is the lack of a national emphasis. Current federal legislation addressing vocational education and training focuses virtually all of its efforts on youth and unemployed adults. There is no recognition that adult vocational education directed at strengthening the promotability of existing workers is essential to opening up entry-level jobs for the unemployed. The Vocational Education Amendments of 1976 does nothing to communicate a vision of a comprehensive adult vocational education program. Furthermore, existing federal legislation gives no leverage to increase state financial support for adult vocation education.

At the National Governors' Conference in Boston, Massachusetts, former Governor Shapp of Pennsylvania stated the case succinctly: "The nation needs to invest more of its resources in the development of its citizens so they can become productive, and invest less in those programs designed to sustain individuals." Current efforts simply fall short in articulating and stimulating a comprehensive program of adult vocational education.

Too frequently vocational education programs for adults have been limited to serving those persons who show up to take courses on campus, primarily because this uses up more of the available resources. With expanded financial support, vocational education could take on an outreach approach to find new opportunities to serve community employers and new groups of adults.

Part of the reason vocational education for adults has not grown sufficiently to meet the need rests with us, the vocational leaders. To what extent have we sought to document local needs; to build local support for business, industry, labor and agriculture; to articulate the organization necessary to deliver needed programs; to see and evaluate the local communities; to seek support from all available sources including local employers whose employees would benefit? In many states it seems that we have been satisfied with the growth at the secondary and postsecondary levels and have felt no need to give an equal push for vocational education for adults.

What action is needed to bring the great potential of adult vocational education to the attention of policy makers? Let me suggest five immediate steps:

[] Each state and local community should conduct a series of conferences, workshops, field trips and other activities to heighten the understanding of policy makers and leaders in industry, labor and agriculture concerning the consequences that a comprehensive program of vocational education for adults can have in a given community.

[] Each state should prepare and disseminate a public information report that presents a case history of exemplary programs of vocational education for adults within the state, the benefits being derived from them and the action needed to expand programs to meet state needs.

[] The U. S. Office of Education should identify, validate and disseminate information on model programs and program elements of vocational education for adults that could be adapted by other communities with similar needs.

[] The U. S. Commissioner of Education should make one of his priorities for discretionary funds the initiation of a number of projects in different types of communities designed to demonstrate the delivery of a comprehensive program of vocational education for adults based on community circum-

stances and resources.

[] Appropriations for vocational education should be increased by at least $300 million next year, with at least $100 million to be directed toward vocational education for adults.

These immediate steps could lay the foundation for new legislation in 1980 that would give considerably more focus and emphasis to adult vocational education than does the current legislation. However, for that focus to be adequate, several elements ought to be present in the legislation. Most importantly, there should be a separate title for supplementary adult vocational education with an authorization level and funding earmarked for this purpose. The funding should be new, rather than a redirection of the current authorization.

The objectives for an adult vocational education title should include, but not be limited to, the development of (a) in-plant training to increase the productivity and promotability of existing workers, (b) long-term training and assistance to managers of small businesses and persons anticipating going into business, (c) follow-through vocational education services for former graduates to enable them to move up the job ladder, (d) neighborhood outreach services to provide basic skill instruction, career counseling, employment development, placement and linkage to full- or part-time preparatory programs, and (e) special programs involving such groups as unemployed and underemployed adults, displaced homemakers, immigrants, and handicapped adults.

The new legislation should also provide incentives to the states to increase their proportionate support for vocational education programs for adults.

Above all, the legislation should give emphasis to a vision that reflects the potential that adult vocational education has for improving the economic stability and quality of life in given communities.

CETA: ITS RELATIONSHIP TO POSTSECONDARY VOCATIONAL EDUCATION

Dr. Russell C. Paulsen, Administrator

Research, Planning and Development
North Central Technical Institute
Wausau, Wisconsin

This afternoon I would like to discuss with you for a few minutes the Comprehensive Employment and Training Act, better known to most of us as CETA. I am not sure how much knowledge you have about CETA. Dr. Wircenski indicated that he thought only about 10% of the community colleges in Pennsylvania were actively involved with CETA programs, and perhaps 25-30 percent of the high schools were receiving some CETA funding. Because of this, I would like to divide my presentation into three areas. First, I would like to give you a brief overview of CETA legislation as it was enacted in 1973. Second, I would like to talk about North Central Technical Institute's involvement in CETA programs, the types of activities we have been involved in, and the kinds of efforts that I have been personally involved in with CETA and MDTA. Third, I will take a few minutes and discuss some of the changes and implications of the proposed new CETA regulations.

CETA ACT OF 1973

In order to understand the new emphasis on CETA, you need to be aware of what has been in effect the past five years, and of the reactions I have in working with the Manpower Councils during the past years.

CETA has received a great deal of publicity lately in the newspaper, much of it not of a very positive nature. I'm sure many of you have read the article in the August (1978) *Reader's Digest.* Most of the negative publicity that you have been reading about is under the Public Service Employment (PSE) title of the act. For most of us in the community colleges and technical institutes, PSE programs are not a major focus of our activities, and were not intended to be the major focus of CETA. Briefly, let me point out the various major titles under the present or past CETA legislation,

in other words, the legislation that was due to end on November 30, 1978.

Title I

Under Title I, we had the major training components. Basically, in Wisconsin and from what I have seen in visiting other states, there are four major types of activities being funded under Title I. First, there is classroom training which involves the schools. This can usually be broken into two categories of training programs, one a slot-in program whereby students are slotted into regular existing full-time programs, and two, the class-size projects approach. In addition to this, other types of support services and activities are also funded for the classroom training components. For example, we have a counselor who is funded under CETA to support and work with the students in our training programs. In addition to the classroom training, CETA funds are also used extensively for on-the-job training programs which are usually funded through the state employment service. The major focus of OJT is to subsidize employers for taking on workers who do not have the complete skill level required. Employers are subsidized half of the minimum wage up to a six-month period for each employee.

A somewhat similar approach is the Adult Work Experience program which is operated by a variety of different agencies throughout the states. The major focus of this program is, of course, to provide work experience for unemployed persons, and particularly those with limited skills or with poor work records. The intent of the program is to provide participants with some actual work experience under a supervised situation prior to their actually seeking employment. The last one, which has some focus, and a diminishing one under Title I, is the Youth Work Experience program, which provides jobs for youth in school.

Manpower Services

Support services or Manpower Services that might be provided to assist CETA participants in Title I activities are:

Education

Basic Education
High School Equivalency Service
Pre-Vocational Training
Initial Vocational Training
Occupational Training
Upgrading and Retraining
Work Experience Services
On-the-Job Training

Recruitment

Outreach and Recruitment
Screening
Intake
Assessment & Counseling
Career Orientation
Work Orientation

Placement

Job Development
Job Placement Services
Job Coaching
Follow-up

Assistance

Child Care Services
Financial Assistance
Medical Assistance
Transportation Assistance

Because of the advent of the specialized youth training programs, the move away from Title I Youth Work Experience is increasing. In addition to this, there are various titles, such as Title II and Title VI, which are directed towards public service employment.

5% Set Aside for Vocational Education

Also as a separate set aside for CETA, the Governor's 5% Set Aside for vocational education is available. In Wisconsin, this is used primarily to pay for costs of the instructional program. In Wisconsin, we negotiated for these costs at 50% of the direct instructional cost on the assumption that serving CETA students, particularly those students in our districts, is our responsibility. We will recover additional reimbursement from the state aid formula for every FTE. Over and above the 5 percent set aside for vocational education in each state, there is the Governor's 4% Set Aside for discretionary use by the Governor.

Organizational Structure

In each state there is a similar pattern of organization. In most cases, counties of more than 100,000 people have been formed into what is called a prime sponsor area. Counties that have less than 100,000 population are usually served on a statewide basis

through a prime sponsor called "balance of state." Within these prime sponsor areas, manpower planning councils have been developed. The advent of the new youth programs in January has seen the development of special youth councils. As an example, I am actively involved in working with three planning councils, as well as the various sub-committees of each council. It can be a fairly complex structure but the point to remember is that every area is covered by a prime sponsor, either as a part of a balance of state program, or as part of a prime sponsor which might be one county or a consortium of several counties.

NORTH CENTRAL TECHNICAL INSTITUTE'S EXPERIENCE WITH CETA

I would like to share with you some of the programs that have been funded in our county, in our district, and how CETA works in Wisconsin. I realize every state operates CETA a little differently; however, the concepts are basically the same. The political environment obviously is different, but as of last Wednesday in Marathon County, we had been funded for 50 percent of the available Title I dollars to operate classroom training programs.

As I mentioned earlier, we had two types of training programs — a slot-in program and the class-size projects. The slot-in programs consist of students enrolling in the regular on-going full-time programs. The students require little or no additional service on the part of the institution than what is provided to other students. Some additional counseling is required along with the additional paper work that is generated from these students. Class-size projects generally have students that need additional support services such as counseling. For the past three years, we have had a CETA counselor, funded with CETA Title I or 5 percent Vocational Education funds, to work with CETA students.

A class-size project that we have operated for two years is a program called Employability Training. This is a two-week program with a focus on career exploration, career information, career decision-making and job-seeking skills. It was set up because of the attrition we have had over the years with MDTA and other types of CETA programs. Frequently, students were referred to programs with little or no choice in making a decision, and with little information to choose as it relates to the work, pay, their own interests

and abilities. This program was developed to assist CETA participants in career selection.

We are also operating an open-ended clerical program. For the last eight years, we have operated a pre-vocational training program funded through four different manpower programs and Adult Basic Education funds. As of two weeks ago, we were also funded for a CETA-STIP welding program, a separate Title III activity.

In addition to the CETA-funded programs that we are operating, we also work cooperatively with other CETA program operators such as the OJT programs, the Adult Work Experience programs, and the Youth Work Experience programs. Through cooperation with the Youth Work Experience program, as an example, we have for the last five years run a three-day career exploration summer workshop whereby 100-150 CETA youth attend career exploration activities on campus. This obviously serves as an excellent recruitment device.

Public Service Employment (PSE)

In the Public Service Employment area (PSE), under both Titles II and VI, we have made extensive use of the program ourselves in filling positions such as research assistants, computer programmers, clerical workers, custodians, para-professionals, graphic technicians, artists, etc. In addition, NCTE has been involved in the assessment and testing of CETA participants utilizing our work evaluation program. If you look at the PSE component, most of the people who meet the eligibility requirement can benefit from courses of a general nature, courses which focus on attitudes and values, courses on human relations, job-seeking skills, and communications. These are courses that most of the participants can benefit from and for which they probably should have additional training. All of these are naturals in which the technical institutes and community colleges should offer training. In addition to these general type courses, specific skill classes need to be set up. For example, custodians can benefit from courses on painting, care of floors, etc.

CETA is Political

I have been involved with Manpower programs for fifteen years and planning councils since the CAMPS system in 1969. The

point you have to realize is that CETA, in most cases, is the most immediate available source of funding that we have. It is also the most political type of activity in which we have probably ever been involved. One must be honest and recognize that CETA is a political game. The structure is different in every community, but the important thing is that you must be willing to get involved, participate and work within this environment. These are local people making local decisions. Most of the CETA boards and prime sponsors operate through a series of sub-committees. You must be willing to commit the time to be on these committees, attend meetings and be involved. Through this activity, you can influence the directions of the sub-committees. You can participate in voting, you can work with the people, and you can influence both the priorities or target groups which need to be served, as well as the types of projects that are written and funded.

One important thing to remember is to have a little initiative yourself to generate new ideas. Like any successful venture, you must be willing to commit time and resources to working not only with the CETA staff but with the CETA councils. You must be willing to meet with them, spend time, have lunches, conferences, meetings, and commit yourself to an all-out activity to keep the people informed. One of the things to keep in mind is that in most instances, we're not competing with each other for dollars, but with other agencies. It is important that schools get together to share successes and ideas.

Cooperate With Other Agencies

Rather than looking at other agencies necessarily as competing, look at them as cooperating agencies and offer your services and assistance. Be the initiator to develop joint activities. It isn't critical that you have control of the dollars; it's more important to be involved so that students are referred to your school. If the main thrust is to serve the people in your area, then it really shouldn't be too critical who is paying the bill.

Youth Programs

In addition to Title I program activities, the Title III activities or the Youth Program activities have much potential. Every county and

every prime sponsor has had the summer program for economically disadvantaged youth, or SPEDY. In most instances, the focus is to provide part-time jobs for students. In our county, we have had the problem of a lack of jobs for all the money. It looks like next year there will be more money. Here is a tremendous opportunity to get involved and perhaps try to expand our career exploration to two weeks of activities. I think SPEDY can serve 20-25 percent more students in school on a rotating basis for a couple of weeks.

The new Youth Employment Training Program (YETP) which just began last winter has tremendous potential. One of the major ingredients is the provision of transition services. You should provide career exploration activities, and perhaps employability training types of activities, work with career information such as the OVIS (Occupational Vocational Inventory System). In Wisconsin, we have a system called the Wisconsin Occupational Information System (W.O.I.S.). Encourage the students to explore careers on your campus. In most instances, you can not only collect student enrollments from these programs, but in many cases you can receive 100 percent reimbursement on your cost, including fringes.

It is important to keep in mind that you don't necessarily have to collect 100 percent of the cost on everything. Working with Youth programs can be one of the most effective recruitment activities you have ever tried. Most have budgets for public information, recruitment and advertising. If nothing else, you might reassign and give priority to some of those dollars to pay for some of the services. You will build tremendous relations and it will pay dividends in the long run.

CETA Utilization

Another concept to keep in mind when working with CETA is to utilize CETA funds to help develop new programs. Be innovative and creative, try to run programs other than just welding and clerk typist. Your CETA funding can help, in some areas, to obtain equipment, facilities, etc. I know it is not always that easy but over the years, we have been able to get equipment, materials, etc. CETA funds can help you try out new program ideas, it can serve as a vehicle to experiment, and in some cases it provides a great deal of cooperation with local agencies.

In the new Vocational Education Act of '76, there is a great

deal of emphasis on the cooperation of Vocational Education projects and CETA programs. You will see more stress in the new CETA legislation on the same kind of statement, asking what CETA cooperation there is with Vocational Education programs. There is no reason that you can't seek joint-funded proposals, utilizing the CETA funds with other kinds of funds such as Voc Ed disadvantaged or Voc Ed handicapped, the Adult Basic Education Grant funds, vocational rehabilitation, and almost any other kind of grant that you can identify. In order to expand the CETA funds and to tie the CETA students more closely into our regular programs, we are having them fill out the regular financial aids forms so that a financial aids package is developed, enabling the CETA funds to serve more students. Additionally, it is important for us to keep in mind that we have to tell our successes a little more aggressively than we have in the past.

PROPOSED CETA REVISIONS

I talked briefly about the major thrust and purpose of the original act and I have encouraged you to recognize how "political" CETA is. If you haven't really taken full advantage of the CETA legislation in the past, it is now an appropriate time to make a real effort to get involved. One of the things you will notice if you read some of the proposed legislation is an attempt 'to put the "T" back in CETA'; in other words, the training component is getting a heavy focus. One major new thrust is the provision of occupational upgrading and retraining types of activities. This section specifies that it does not necessarily have to be for all low income people but can be for people who need upgrading and retraining. The concept behind this is to take the entry level people who are working and try to promote them so that entry jobs are freed for new employees.

As part of the PSE component of the proposed regulations, there is stress on participant employability assessment so that there is an evaluation of employees or participants. Ten percent of the money can be used to provide training and employability counseling. There is a funding set-aside for 1 percent for developing linkages between prime sponsors and educational agencies. In addition, a clarification of a "local education agency" includes postsecondary schools.

The Private Sectors Initiatives Program (Title VII) is a new component to involve private industry more in setting up job training programs and also to establish private industry councils with educational institutions represented. This is another opportunity to get involved if you haven't been working with CETA in the past. As with much of the new federal legislation, there is more of a focus on results and CETA has set up some specific guidelines for reviewing the planned performance vs. actual performance. A termination cluster is concerned about the number of people placed, the percent placed, and the effectiveness of the placements. The cost cluster seeks to answer questions in terms of what it cost per placement and the fund finalization cluster is looking at how well we have utilized our resources.

Briefly, that's a quick overview of the major components of the CETA legislation, some of the ideas we have been doing at NCTI, and a little information on some of the proposed changes that will be discussed and finalized in Congress.

Be willing to commit the time and energy to work with CETA and its many titles and sections. You will find it developing new opportunities for students and for your college. You will find it personally to be a challenging and rewarding experience.

HIGHLIGHTS OF DISCUSSION ON CETA

1. Most educational decisions are not made by educators, but by congressmen, manpower councils, or senators who have not, to a large extent, worked with educators locally. Local schools do not want to participate in CETA programs because they are not aware of what CETA is doing.

2. Who should control the CETA enterprise has been an issue for some time. What types of systems should we create – single, dual or multiple? It is apparent that when money is available, and political situations are committed to the matter, i.e. CETA, the concern of avoiding the duplication of delivery systems disappears.

3. There is a multiplicity of issues among the development of CETA. It is not only an educational venture, it is a money venture as well. Unless we can understand the complexities of CETA we will be very frustrated and tend to run away from it.

4. School people didn't share in the success of CETA. We didn't talk about this great idea (CETA). What we are doing in Pennsylvania is plain; we cannot get CETA dollars and they cannot get our vocational monies. Therefore, we should share our ideas and work cooperatively.

5. We will lose the balance of monies if our presidents and directors are not on local committees. Something we have to do is work with the CETA staff and hire enthusiastic people for our activities.

6. One of the things that you will notice if you read some of the proposed legislation is an attempt to put the "T" (Training) back in CETA; in other words, the training component is receiving a heavy focus.

7. There is a set-aside of one percent of the funds for developing linkages between prime sponsors and educational agencies. In addition, a clarification of a "local education agency" includes postsecondary education.

8. A termination cluster is concerned about the number of people placed, the percent placed, and costs and effectiveness of the placements on education and employment.

9. There must be more dialogue between local prime sponsors and vocational educators on how they can work together more effectively. Effective coordination and cooperation can facilitate the achievement of common goals.

10. CETA language is full of abbreviations, strange terminology, and new interpretations of words and phrases.

SEX STEREOTYPING

Roslyn D. Kane, President

Rj Associates
Arlington, Virginia

Sex discrimination serves as an introduction to sex stereotyping. Getting rid of sex discrimination is very easy. All anybody has to do is just to stop doing it. It's not difficult, and the vocational education establishment has made great strides in eliminating discrimination. On the other hand, much too little advancement has been made in eliminating sex stereotypes. Eliminating sex bias and stereotyping is not easy and it is not something that one can just stop doing. We know very little about it; very little research has been done in the field about the women served by vocational education. The design for most of the programs that have been introduced to eliminate sex stereotyping has utilized programs that were used with minorities in the 60's, or models that were developed for women at the college and graduate school level.

Just as with men, only 20 percent of all women are professionals. On the other hand, opening up opportunities for women to move out of the traditional field into areas non-traditional for women, in areas that can be prepared for by vocational education, is going to take a great deal of work. To start, we must eliminate a great many of the assumptions that 1) women are like minorities; they are not. Their problems may be as great, but they are quite different, and that 2) they are all like professional women, which again they are not.

In the research undertaken by Rj Associates, we decided to take the positive view by examining the women who had entered non-traditional vocational education asking: a) who were they? b) what prompted them to enter training in non-traditional areas? c) how were they different, if they were different, from those women who were enrolled in traditional training? We have undertaken four national studies: one on women enrolled in non-traditional vocational education at the secondary level, one at the postsecondary level, and one on the problems of women in apprenticeship. We are presently involved in a study of adult women, women 21 years of age

and over, who are returning to vocational education, with an emphasis on those women who enroll in non-traditional training.

Out of our first study we created a word that has since come into the vocabulary. We started to talk about those in mixed training. Unlike certain other studies we have been extremely precise about what is non-traditional, what is traditional, and what is mixed. We have taken national enrollment in the Area Vocational Technical Schools, as our base. We have limited the studies to women who entered vocational education for the purpose of preparing for employment. We were not interested in the men who became typists because they might have to type their own reports in college. We were not interested in the women who take auto mechanics in order to be able to fix their cars. Our interest was in those women using vocational education specifically to move into jobs. Our definitions were those detailed cla ifications that had 0 to 25 percent women enrolled nationally; these were labelled non-traditional. National enrollment of 25.1 percent to 75 percent we called mixed. National enrollment of 75.1 percent to 100 percent we labelled as traditional. At the postsecondary level 9 percent of all women are enrolled in non-traditional areas, 27 percent are enrolled in mixed areas, and 63 percent are enrolled in traditional areas. There are few classifications in mixed training, even fewer in traditional, the vast array of training opportunities are in the non-traditional classifications, in T and I, Technical, etc.

Adult Women

In our new study of adult women we found that in previous research the major emphasis on adult women has been on the re-entrant. Only 40 percent of our national sample are women who have been out of the labor force for at least two years and are coming back into vocational education as a first step to returning to the labor force. It is in the traditional courses that the women re-entrants seem to cluster; 75 percent of all re-entrants are enrolled in traditional training. The largest percent in training in mixed occupations were the Career Changers, the women who have worked steadily and who now recognize that these mixed courses offer them an opportunity to earn more money and to upgrade themselves in the general areas in which they have been employed. Most of them were working until they enrolled in school, are married and with children;

more than half are still working while attending school, and many are working full-time.

The non-traditional women are the women who have been dissatisfied with their previous programs and with the jobs they have been able to find. They tend to be somewhat younger, poorer, more likely to be minorities. Fewer of them are married and living with their husbands. Thirty-six percent of our sample of the non-traditional women were married and living with their husbands, whereas 56 percent of the traditional women were. Forty-four percent of our sample of the non-traditional women had an income under $7,500, while only 35 percent of the traditional women had that low an income. Most of the ones with the low income were women living alone and caring for children.

One-half of all the adult women had been in the general curriculum in high school and somewhat less than half across the board returned to school, half to academic programs, half to vocational education, most often shortly after they graduated from high school prior to their present enrollment in vocational education programs. One-third were intermittently employed (7 percent had never worked); they had gone in and out of the labor force, and in and out of one type of job after another. They have had a bad work experience; they have had little preparation for the work world. Of the vocational education group, virtually all of them were in traditional training, mainly clerical, while they were in high school.

One-third of them wanted a refresher course before they started. One-third of them wanted more counselling. Fifty-five percent of the non-traditional women and 68 percent of the traditional women wanted some type of job placement; 50 percent and 60 percent, respectively, wanted some financial assistance. In our study of adult women it is essential that we recognize that 93 percent were working virtually on and off since they were in high school, 60 percent regularly, 33 percent intermittently and that these women were caring for children, working, and going to school, all at the same time. The pressure on them was enormous, and much of it was due to the fact that so little real effort is made to counsel young women about training and jobs while they are still in high school.

Post Secondary AVTS Study

Our study of non-traditional postsecondary students asked women to name those educational personnel who had been very influential in their decision to enter postsecondary education. For every person who named an educational employee as having been very influential, we sent out a second questionnaire. We asked that employee what he or she perceived were the issues and problems faced by these women. Of those educational personnel who were influential, the majority of those named by the non-traditional women were male vocational education teachers. Sixty-three percent of all secondary school teachers and 92 percent of all postsecondary teachers named were male vocational teachers. Most of the women who make speeches to male vocational education teachers treat them as the enemy. Our data is very clear and very, very concrete on this issue. It is my estimation that anyone working with male vocational education teachers should encourage them to understand how important and how influential they can be on influencing the women in their non-traditional classes. They are not a negative; rather, they can be strongly positive. It is very interesting that responses we got from the male vocational education teachers were largely of the "who me?" variety. These teachers, even though very influential, were most frequently in disagreement with the women. They believe that all counseling techniques are influential, that women are more influential on non-traditional women, and that the parents are not all influential. All of these sterotypes were reported by these teachers. We found that women teachers and particularly women counselors tend to sustain occupational stereotyping. We found that it is the traditional women who are more easily influenced by women teachers.

We found that parents, particularly mothers, were extremely influential. Fifty percent of non-traditional women indicated they were influenced by their mothers to the age of 25, and traditional women indicated that their mothers were the most influential on them up to the age of 30. Educational personnel have decided that sometime during high school, one cannot involve parents because they have lost their influence. There is little evidence that this is true.

On counseling techniques we found that individual counseling was not very influential, and that group counseling might as well not exist. We were astonished to find how very influential career education, career exploration, and job site visitations were. It would appear that women are much more likely to respond to programs based on specifics, rather than to those that are theoretical.

Fifty-four percent of our non-traditional women said that high school did not prepare them for their postsecondary education, compared to only 25 percent of the traditional women. The women who had come out of the general curriculum were the ones who specifically felt that high school did not prepare them for post-secondary schools. Sixty-three percent of the minority women, 69 percent of the poor women, and 57 percent of the urban women indicated that their high school experience was not valuable. If you put minorities, poor and urban together it would appear that we are describing the urban slum schools.

We asked just the non-traditional women whether they did have problems with the course, and what problems they had. Two-thirds of them responded they did have problems. A major problem was their fellow students, not their teachers or counselors.

An important issue raised by women in non-traditional training was harassment in the classrooms by their fellow students. It would appear that teachers must assume the responsibility of addressing this problem. Many women who enter non-traditional courses leave because of the harassment, and many more leave apprenticeships because of it. The data revealed that where there were fewer women in the classroom or on the job site, the women experienced more difficulty. With more women in the classroom or on the job site the percentage of women indicating they had problems dropped, but where there were three or fewer women in the classroom, those women had difficulties not only with their fellow students but also with their teachers, and with their entire adjustment to non-traditional training.

For virtually all women the reason they are motivated to select their courses is interest. After interest is their self-perceived ability in the area. Only those in mixed training consider earnings as the most important motivation. Efforts are being made to convince women to enter non-traditional occupations because they can make more money. The only group among the non-traditional

who selected earnings as their major reason for selecting non-traditional training were the black and the poor. The majority of vocational education teachers indicated that the demand for women in non-traditional employment is very great and they could place such women.

School placement has been successful in placing students in related jobs; 88 percent of the women in traditional courses served by the schools were in related jobs, but only 66 percent of the women in non-traditional jobs were so placed. When a student was working in a related job we found the strongest correlation with the women who intended to seek employment in that area on completion of training. Other research has indicated that such cooperative education combining classroom instruction with related job experience is the most successful type of training.

All of this data should provide an important resource for planning outreach programs, and addressing vocational education programs designed to increase the number of women enrolled in non-traditional training. Further research is needed if we are to move from the simplistic elimination of discrimination to removing sex bias and sex stereotyping in vocational education.

HIGHLIGHTS OF DISCUSSION ON SEX STEREOTYPING

1. The need for the Equal Rights Amendment (ERA) and the importance of its passage must be emphasized. Since day one, our societal system has been using women to satisfy narrow needs and has generated rules to keep all women in economic bondage.

2. Minority persons and women in our society have been the victims of economic and educational discrimination.

3. Some educators do not believe that new federal legislation solved the sex stereotyping problems in vocational education.

4. To conduct comprehensive research on sex stereotyping in vocational education is a very important issue.

5. There are many factors which influence the efficiency of a system. It would be unfair if we would make such statements as "Women cause the inefficiency in a system," without first finding out whether or not all women in a system are less efficient than all men.

6. It is very important to eliminate internal and external labor market sex stereotypes. We found that over 50 percent of our children live in poverty at least two years of their lives because their mothers cannot earn enough to support them, especially in mother-supporting families.

7. We should give students (boys and girls) earlier career exploration experiences. The word "earlier" is very important. We must try even if it is difficult to implement career exploration experiences in the elementary grades. The influence of teachers and parents is also very great.

8. Women were earning 59 percent of what men were earning; they are now earning 56 percent of what men are earning. There is no evidence which indicates that we have sex stereotypes for men.

9. Since we cannot move women out of the labor force, we should open up all fields to them. A major problem confronting us is that an attempt should be made to have teens face the issue concerning "what is a woman," and "what is a man."

10. Both men and women are trying to improve their lives. Men are as bright as women. Sex stereotyping has been in vocational education schools, but this is not continuing. Most vocational schools have made remarkable changes to eliminate sexism.

POSTSECONDARY VOCATIONAL EDUCATION FOR HANDICAPPED AND DISADVANTAGED POPULATIONS

Dr. Thomas C. Cooke, Director

Indiana State Project for Vocational Education
For Special Populations
Purdue University

In a very general way, handicapped persons may be considered to be disadvantaged persons and disadvantaged persons may be viewed as suffering a handicap. Because of this, there is frequently confusion about who belongs to which group. To eliminate any confusion which might possibly exist, let me define the two populations. They are different.

Handicapped persons suffer from an individual, personal impairment of their physical or mental abilities. Complete or partial blindness, complete or partial deafness, orthopedic impairment, mental retardation, emotional disturbance, and learning disabilities are handicapping conditions. If such conditions have environmental cause they are the result of severe trauma or disease.

Disadvantaged persons suffer from the financial, social, cultural, and educational conditions of their environment. Federal legislation defines two classes of disadvantaged persons: economically disadvantaged and educationally disadvantaged. As would be expected, there is a high correlation between the two. Children from families with incomes below the poverty level are also frequently educationally disadvantaged. That is, they cannot succeed in the classroom without special educational intervention of some kind.

In the 1960's, the disadvantaged population became highly visible. We all remember the riots, the burnings, the perceived threats to our society. Education responded to the demand and the concern for equal opportunity. Headstart programs, Upward Bound programs, open door admissions policies, and educational remediation schemes all emerged as solutions to providing equal educational opportunities to the disadvantaged population.

As is well known, open doors too often become revolving doors as students were screened out of programs in the classroom. Remediation programs met with limited success. The result was that disadvantaged students in postsecondary programs experienced the same educational failure which they had been experiencing all their lives. Why? We were applying the same academic standards which had traditionally been the measure of academic success to these students; these standards placed high value on cognitive ability, the aptitude for dealing with abstracts, and traditional social-cultural values. We took students with little or no cognitive orientation, or cognitive skills, and tried to force-fit them into an existing academic and social system in which exceptional cognitive skills were required and valued. Remedial programs tried to accomplish in weeks what had not been accomplished in years of formal education. No wonder that their success was less than spectacular.

The outcome of vocational education must be employability, and our mission at every level of vocational education is to enable people to be employed at the highest level of their capability. This means that a person must not only be provided with job skills, but also with those human relations skills and work habits which enable him or her to work for and with other people. The Vocational Education Amendments of 1976 (Title II, P.L. 94-482) continue the requirement that states spend a designated part of their vocational education grant on programs for the disadvantaged and handicapped. This emphasis has been in effect since the federal legislation of 1963, and because of it there has been an accelerating effort to better prepare vocational teachers to serve these populations in the secondary schools. In general, since there are no certification requirements for postsecondary teachers in most states, and since many postsecondary teachers have had few, or no, teacher education courses, postsecondary vocational education has not been involved in any great effort to prepare its teachers to teach disadvantaged and handicapped students. For these students, postsecondary vocational education teachers have a difficult time fulfilling their missions.

It might be well to do some demythologizing. There is the myth, which persists in the minds of many, that the disadvantaged population is being served adequately by postsecondary education. They are probably being served better now than at any previous time, but there are large numbers of this population who are still unemployed because of poor job-skills or who are underemployed

in terms of their potential. There are federal and state resources to help pay for the education of the poor and the disadvantaged, and there are many educational opportunities available to them. We cannot conclude, however, that our disadvantaged population is being well-served by postsecondary education.

The fact is that those students from poor families who are highly motivated, cognitively oriented, with a reasonably good high school achievement record are being served well by postsecondary education. The majority of those who dropped out of high school, who were graduated by virtue of their age, and who have poor cognitive skills are not being served well by postsecondary education. Even where there is strong administrative support for programs for this latter group the programs may be less effective than possible because of faculties who are not prepared to deal effectively with disadvantaged populations.

Closely following this myth is one which holds that disadvantaged or handicapped students who did not profit from secondary school opportunities cannot benefit from postsecondary educational experiences. The proprietary school representatives among us would, I think, dispute this. Many schools have been providing quality, appropriate postsecondary vocational education to non-high school graduates and graduates with poor academic records for years.

The success of proprietary postsecondary education has been, in large measure, brought about by focusing on where a student wants to go, and what kind of potential the student has to get there, rather than on where he or she has or has not been. They have provided job skills in realistic programs which have not emphasized the cognitive achievement so valued by the more traditionally oriented faculty members in our community colleges.

These same myths apply to handicapped students. On every postsecondary campus now there are visible signs of accommodating facilities to meet the needs of the handicapped population. We see a number of handicapped students in college classrooms. There is a tendency to generalize these experiences to the total handicapped population. The facts however will not support such a generalization. The number of handicapped persons in postsecondary, adult, and continuing education programs is small compared to the handicapped population. Further, those handicapped students who have been part of our experience have forced further handicapping conditions in

terms of environmental barriers and, more important, attitudinal barriers which have focused on their weaknesses rather than on their strengths.

As was pointed out in the 1976 Annual Report of the National Advisory Committee on the Handicapped (p. 22), there are 30 million handicapped adults in our nation, and for most of them, postsecondary educational opportunities remain potential, untapped resources.

The concept of life-long learning – of continued availability of opportunities to learn new skills and to upgrade old skills – falls within the domain of postsecondary education. In large measure, postsecondary education has accepted this responsibility in doing the job. Adult and continuing education courses designed to meet a great variety of vocational needs are being offered in increasing numbers in our postsecondary institutions. A conservative estimate is that in excess of 13 million people in our nations are being served by such programs, (Annual Report, National Advisory Committee on the Handicapped, 1976). This figure represents a major contribution toward the goal of life-long learning opportunities. There are, however, some 30 million handicapped adults who remain largely unserved by these programs.

To be fair, postsecondary education in the past has not been called upon to face squarely the issue of serving the handicapped in their programs. There has been no issue to face. For years the handicapped have been treated as a special group who could not be placed in regular classrooms. They have been educated in isolation from other students by special education teachers. They have been labeled and then treated as the label prescribed. Also, one gets the impression that somewhere about the age of 16 these students either evaporate or suddenly become normal. Certainly, very few of them appear in secondary school classrooms and even isolated special classes have been sparse for handicapped students in secondary programs. Certainly, it has been considered dangerous to place them in a vocational shop (another myth which persists). It is little wonder that postsecondary educators have not been confronted with this population – few secondary educators have been called upon to deal with them.

Postsecondary education never consciously planned to exclude the handicapped and disadvantaged populations. However, educational opportunity and the benefits of adult learning were

largely reserved for the non-handicapped, non-disadvantaged population. That is changing and must continue to change. Litigation in our courts and legislation by federal and state bodies have defined clearly the responsibility of all levels of education to provide equal opportunities to all members of our population.

P.O. 94-142, which mandates an "appropriate education" in the "least restrictive environment" for handicapped children, is having, and will continue to have, an unrelenting impact on secondary vocational education. Postsecondary educators cannot view this impact as one of no concern to them. The Annual Report of the National Advisory Committee on the Handicapped (1976, p. 21) stated:

> The movement to improve educational opportunities for the handicapped is of such recent origin that many handicapped persons, now about to reach 21 — the typical maximum age for which the states authorize free public education — face the prospect of having their schooling end just as it is getting in high gear.

An increasing number of handicapped and disadvantaged persons are looking to postsecondary vocational education. As you know, Section 504 of the Rehabilitation Act of 1973 bans discrimination against handicapped students or employees at institutions receiving federal financial assistance. Postsecondary education **must** find ways to serve adequately the needs of these students. That must is both a moral and a legal imperative. A case in point is that of Converse College in Spartanburg, South Carolina.

Converse College is a private institution and the only federal funds which it receives are those which come to it indirectly through federal loans obtained by its students. Nelda Barnes, a teacher of deaf and blind students, who is herself deaf, enrolled in a course at Converse College for which her tuition was $210.00. In order to have equality of learning opportunity in that course Ms. Barnes needed an interpreter for the deaf. The college had no objection to this if it didn't have to pay the cost of the interpreter. Ms. Barnes thought the college should pay the costs — the college refused — Ms. Barnes went to court. The U.S. District Court ordered Converse College to provide auxiliary aid, such as an interpreter, for students with handicaps. The cost of the interpreter for Ms. Barnes was $750.00. (**Chronicle of Higher Education**, Aug. 1, 1977, Vol. XIV, No. 21, p. 13).

Our postsecondary vocational programs can expect to be called upon increasingly to meet the educational needs of a clientele with whom we have not in the past been very familiar. Serving this clientele will require curriculum changes; modifications of shops, laboratories, and equipment; support services such as note taking, interpreting, reading, brailling, wheelchair attending, tutoring, and counseling; and it will require an informed faculty who are competent in dealing with handicapped and disadvantaged students.

There is some help available for the support services required. Title VI, Part B, of P.L. 93-380 provides support services for handicapped persons enrolled in institutions of higher education, including community and junior colleges, and vocational and technical schools. These support services are through grants and contracts with institutions in multistate regions or large population centers.

Postsecondary vocational educators would be well-advised to begin in-service programs for faculty, directed to teaching handicapped and disadvantaged students. Pre-service vocational teacher education in the past has not been concerned for the most part with providing teachers with the needed competencies for teaching handicapped and disadvantaged students. Now, through in-service programs, the attempt is being made to do this. However, we are playing "catch up ball" in secondary vocational education and it is exacting a penalty from both teachers and students. Postsecondary vocational education has the advantage of seeing what's ahead. Now is the time to prepare our programs and our facilities to serve these students. An emphasis on and a respect for individual rights is inherent in our democracy. The emphasis on providing equality of opportunity for the education of all of our citizens isn't a new idea. We are being reminded, however, that **all persons** means just that — **all**.

Finally, a word of encouragement, exhortation if you will. Postsecondary educators need not — should not — approach the issue of handicapped and disadvantaged populations in their programs fearfully or regretfully, and certainly not with hostility. Nor should they approach the issue with a "Well, if we have to, we have to," attitude. Rather, this is an opportunity for all of us to do some learning and growing. It is a new opportunity to provide service which must ultimately strengthen our communities as a whole group of people become self-supporting, productive, contributing

members to the community, a group which might otherwise be the necessary recipients of our charity and welfare programs. It is the opportunity to provide people with competitive skills and meaningful employment. If these students are recruited aggressively into programs designed to help them to succeed, there is a new population to help take up some of the slack of falling enrollments. Some beneficial fallouts can be expected: A program or curriculum that is reviewed and more carefully revised to meet the needs of special populations will also benefit the "normal" students who are in difficulty. Individualized instructional programs can serve not only the special populations but also those students who need to catch up and those who want and are able to accelerate.

A faculty who are sensitized to the individual needs of handicapped students will also be more sensitive to the individual needs of all students: the result will be improved interpersonal relationships between instructors and students. The necessity of providing a disadvantaged student with some successful educational experience will help faculty to understand the needs of all students for such experiences. When a special needs student feels and demonstrates a newly improved self-image, everyone who contributed to that image sees himself or herself as a better person also.

HIGHLIGHTS OF DISCUSSION ON HANDICAPPED AND DISADVANTAGED

1. In addition to the large population of special needs people in the urban areas, we must not forget the large population in the rural areas of our nation. In 1971 there were 10 million disadvantaged and handicapped people in our rural areas that had been left behind in the area of education.

2. The economic considerations of servicing these special needs people are compelling. It is economically more desirable for our nation to serve them through a better education so that they may earn their own way of life in our society. By comparison, the cost of institutionalizing a person today exceeds $15,000 per year. On the other hand, a person can be educated for $7,000 or more to become a trained, functional, employable, useful, and tay-paying citizen in our society.

3. Postsecondary vocational-technical schools and community colleges must become more responsible and committed to providing education for these special needs populations.

4. Remedial reading courses must be developed and taught for credit in our postsecondary institutions so that the special needs students can continue to receive financial assistance and complete their education in the alloted time.

5. Teaching-learning situations for the special needs person must be developed across all educational disciplines. There exists the need to develop operational strategies and curriculums, curriculum materials, and the required competencies needed for all college courses for these populations.

6. Recruitment personnel should be responsible for the placement and follow-up of special needs persons in their jobs and community. Provisions must be made for retraining and education (life-long learning) for these people whenever it is necessary.

7. There needs to be more nationwide research on programs for the special needs populations in the areas of remedial reading, preparation of special needs teachers, retraining of teachers to teach special needs students, individualized educational programs, and planning programs for the least restrictive environment.

8. All 63 community colleges in Pennsylvania are presently providing some educational courses for special needs students that lead to employment or transfer to a four-year college.

OSHA AND THE OCCUPATIONAL EDUCATOR

Dr. Ray Wahl

Retired Chief of Curriculum Development for OSHA
Former Professor of Vocational and Industrial Education
The Pennsylvania State University

I am delighted to have the opportunity of being with you and sharing some thoughts and information concerning OSHA with you, and I should like to start by saying that, regardless of what segment or elements of occupational education you represent, OSHA affects you, and it won't go away.

OSHA Defined

At the risk of oversimplification, and I certainly do not mean to insult your intelligence, let me briefly point out that the acronym we generally refer to as OSHA stands for the Occupational Safety and Health Administration. This is the organization within the U.S. Department of Labor which is responsible specifically for administering the Occupational Safety and Health Act of 1970, and which is headed by the Assistant Secretary of Labor for Occupational Safety and Health. Currently, this position is held by Dr. Eula Bingham, an occupational health specialist from the University of Cincinnati. Among other activities, it sets standards for workplace environments, performs inspections with its corps of Compliance Safety and Health Officers (CSHOs; commonly called "Inspectors"), assesses and collects penalties for violations, offers assistance through training and education programs, and the like. Many persons erroneously interpret OSHA as pertaining to the Occupational Safety and Health Act; in more or less official circles, the Act is referred to as the "OSHAct."

Implications of the Occupational Safety and Health Act

As for the Act, its signing into law at the end of 1970 – December 29 to be exact – immediately resulted in the loosing of reverberations in all directions, reverberations which are still

continuing, and which will continue to continue through the foreseeable future. Among those affected are employers, employees, professional, trade, and employee organizations and associations, as well as governments at all levels. As already indicated, educational institutions are affected too, but there are broad variations dependent upon a number of factors, which in turn generate an incredible maze of complications. Because of its inherent nature, occupational education is involved to a greater extent than its partners in the total education community, although none is exempt. (Indeed, it is my personal feeling that all education is occupational in nature, either directly or in a contributory way, in keeping with the primary function of education as preparation for life.)

What are some of these variations and factors which affect us as educators, and how do they affect us? We can find clues for these queries in the nature of the law itself.

An Environmental Law

One of the idiosyncracies of the Act is that it is an environmental law. It deals with working conditions — the condition of the workplace environment — in order to protect from injury the employee, who is the user of the environment. Perhaps another way of putting it is that the law aims to protect the employee by mandating the quality of the work environment and its contents. This is indicated in the purpose of the Act, as stated in its preamble:

> . . . to assure so far as possible every working man and woman in the nation safe and healthful working conditions and to preserve our human resources . . .[1]

All this appears to be right and proper — even idealistic — but there is a built-in shortcoming. Leaders in safety and health have long maintained that most accidents are the result of multiple causes or factors, and that by far the most prevalent and frequent of these are human factors, often referred to as "human error," or "unsafe acts," and so on. Environmental conditions are similarly said to constitute only a small minority of causes, and these are usually in combination with the human causes. Therefore, the law attacks only a fraction of the problem, and no matter how rigid its enforcement,

---

[1] Congress of the United States, **Occupational Safety and Health Act of 1970.**

it will never be a total answer to the problem. There is only one short reference to the critically important aspect of human behavior in the entire Act; it is found in Section 5 (b), dealing with the duties of employees:

> . . . Each employee shall comply with occupational and health standards and all rules, regulations, and orders issued pursuant to this Act which are applicable to his own actions and conduct[2]

The intent of the statement is clear, and the language certainly strong; however, there are no penalties stipulated for employees who, whether intentionally or unintentionally, fail to incorporate safe and healthful work practices into the performance of their tasks. All the penalties go to employers, even those for employee failure to work properly. Here lies a particular challenge to all of us in occupational education. It seems to be that, sometime during the course of my preparation to be a teacher, I learned that the practice of this profession was heavily oriented toward the instilling of not subject matter *per se*, but knowledge, skills, habits, and attitudes, of which the inculcation of attitudes or desirable behavior was paramount. Unless there has been a radical departure from this concept that I haven't noticed, it is therefore the responsibility of education, occupational education notwithstanding, to imbue appropriate behavioral patterns in students along with their acquisition of knowledge, skills, and habits. To me, the desirable behavior of craftsmen, technicians, or specialists means not just skillful performance, but safe and healthful performance as an inherent part of the person's total competence. If this is the kind of worker you are producing, you don't have to give a tinker's damn about how good or poor the Occupational Safety and Health Act is, or even whether there is an Act or not. If you are not producing this kind of individual, then I submit you are not measuring up to your responsibilities as educators. It is my personal conviction that, in this instance, the common responsibility of education far transcends the law.

---

[2] Congress of the United States, *Occupational Safety and Health Act of 1970.*

Legal Applicability

Another facet of the Act is that its thrust is aimed primarily at what I should like to refer to as "Workplace America" – the approximately 60 million employees and six million establishments in which they work – and, of course, the employers who operate the establishments. Conversely, federal, state, and municipal employees are excluded from coverage. Federal employees, however, are covered under a Presidential Order which mandates that all federal agencies have occupational safety and health programs at least as effective as OSHA requirements. This leaves state and municipal employees dangling, and since many school employees, both professional and nonprofessional, are public employees, they are in the same predicament. The determining factor is whether or not there is a state plan in operation.

Here is where legal applicability factors become complex and easily snarled. If you hang onto your own thread, I shall endeavor to keep the skein as unentangled as possible and respond to your own situation clearly – I hope.

One of the provisions of the Occupational Safety and Health Act accords states the prerogative of administering their own occupational safety and health program instead of OSHA. This is possible through the submission of a plan for such administration by a state and its approval for, and subsequent implementation. The plan must embody a program at least as effective as that mandated by the Occupational Safety and Health Act of OSHA, particularly as regards the standards; it must also contain provisions for the coverage of state and municipal employees, a group which includes public education employees.

In states where there is a state plan in operation, then, public education and school employees are covered by the state counterpart of OSHA. In states where there is no state plan in effect, they are excluded. Judging from past experience, I believe we have participants here from Pennsylvania, Ohio, New York, New Jersey, and Maryland. Of these states, only Maryland has a state plan in operation. Pennsylvania and Ohio have never had one, and New York and New Jersey have abandoned theirs. As far as the education community is concerned, I believe we have primarily vocational-technical schools, proprietary schools, and higher education, in which category I am including both universities and the two- and four-year colleges.

The easiest to explain are the proprietary, or any other private trade, industrial, or other specialized schools, and private junior, four-year colleges and universities. If you are located in Pennsylvania, Ohio, New York, or New Jersey you are, and always have been, subject to the OSHAct and OSHA. If you are located in Maryland, you are subject to the Maryland counterpart of OSHA.

If you are located in Maryland or any state having a state plan in effect, and you represent any segment of public education, whether a vocational-technical school, community college, four-year college or university, you are subject to the Maryland occupational safety and health program, or OSHA counterpart. If you are located in Pennsylvania, Ohio, New York, New Jersey, or any state not having a state plan in effect, you are totally excluded, or outside the scope of OSHA. Instead, you are subject to whatever your state might have by way of safety and health legislation and regulation. Let me use Pennsylvania as an example because I am more conversant with the situation in this Commonwealth, although I know that Ohio, New York and New Jersey also have extensive laws and regulations pertinent to occupational safety and health. In Pennsylvania, the vocational-technical schools, similar to the state system of elementary and secondary schools, are supported by a combination of state and local taxes. The same essentially is true of the community colleges. The public colleges and universities, among them The Pennsylvania State University, are subsidized and supported by the Commonwealth. Employees of these various institutions are members of either the state employees or school employees retirement systems. All these educational systems are subject to Pennsylvania safety and health laws and regulations, which happen to be both extensive and comprehensive. OSHA has no jurisdiction whatsoever; however, this has become a moot question which may affect higher education particularly. It all depends on the outcome of a legal jurisdiction case between OSHA and the University of Pittsburgh currently in process.

The University of Pittsburgh, like Penn State, is a state-aided institution, and as such, falls within the category I have described as public education. The University was inspected by OSHA, probably as the result of a serious explosion which occurred there some time ago. A number of violations were found, and the University was cited. The University countered by filing a federal action contesting OSHA jurisdiction on the grounds that the University is a public

(governmental) institution. The OSHA defense is, in reality, a counterattack, a charge that the University claims it is either public or private, whichever is in its best interests. The decision in this case, when it is forthcoming, will be much more than just interesting. Either way, it will probably have little to no effect upon vocational-technical schools, or state elementary and secondary school systems in states not having state plans. If the courts decide against OSHA, the *status quo* will continue for public higher education. Should the decision favor OSHA, however, a whole new spectrum of OSHA applicability, with the prospect of voluminous legal actions, will loom for higher public education in states without state plans, depending on whether they are state-owned, state-aided, or what have you.

Whatever the Pittsburgh decision, legal applicability means the requirement of the establishment to be in conformity with pertinent safety and health legislation and standards, codes, or regulations, whatever they may be called. (Osha uses the term "standards;" Pennsylvania uses "regulations.") In our situation, the establishment constitutes the entire environment of the educational institution you represent: all buildings, grounds, installations, etc. As I indicated previously, all proprietary and other private educational institutions – elementary through higher education – are constrained to conform to OSHA or state OSHA counterpart requirements, as the case might be. All elements of public education are enjoined to meet either requirements of the state OSHA counterpart where state plans exist, or whatever state requirements exist where there are no plans in effect.

Let me point out another factor having to do with applicability. Requirements of the Occupational Safety and Health Act and OSHA pertain to employers and employees. So do Pennsylvania occupational safety and health laws, and regulations, and I suspect those of the other states represented here are similar. This indicates that proprietors, boards of trustees or directors, or whatever designation is given the titular head of the institution, and certain administrative elements would come into the category of employers; while faculty and nonprofessional employees would constitute employees. It follows, then that the employers bear the responsibility for attaining conformity with pertinent requirements, and employees are entitled to the protection afforded. Employers are also responsible for employee maintenance of the conformity of the environment.

I haven't mentioned students, and students are pretty much the essence of what education is all about. Except for a very few instances, students are not employees; therefore, they are not included or covered by the Occupational Safety and Health Act, state counterparts, or other state laws and regulations. Sometimes students are employed part-time by the educational institution; this constitutes one of the exceptions. Another would be the time during which a student would be at a place of employment in a cooperative education-type program; in such instances, however, the student would be considered an employee of the establishment rather than of the school. Ordinarily, student safety and health concerns come under the umbrella of other legal ramifications, primarily those dealing with liability.

Like the matter of environmental versus human factors which I've already treated, it is my conviction that this entire subject of application is also relative to a great extent. If we profess occupational education to be our primary function, then as I see it, we need to accept and incorporate four major responsibilities into that function:

1. We need to provide a safe and healthful environment for ourselves and our students.
2. As employers and employees, we need to be examples of safe and healthful behavior and performance to our colleagues and students.
3. We need to integrate safety and health, including OSHA, into our curricular programs.
4. We need to pursue an active and valid school safety and health program.

A Safe and Healthful Environment

As indicated earlier, every facility of every element of the education community represented here is subject to safety and health regulations, whether OSHA, the state counterpart of OSHA, or other state requirements. In the last-named situation, which prevails in states where no state plans are in effect, I see an added responsibility: the educational institution should provide an environment which incorporates OSHA requirements with those of the state. In other words, what I am saying is that if there is an OSHA requirement

higher than a state requirement in some specific instance, or *vice versa*, the higher or more stringent should be afforded. The value of this is two-fold. First, it serves as a more effective setting for students, who are almost universally headed for careers in the world of OSHA, and secondly, it minimizes the two-headed monster created through the necessity of conforming to one set of regulations (those of the state concerned) and teaching another (OSHA). Of course, all this is predicated on a full knowledge and understanding of the relevant requirements, and the commitment of those in authority – financial and otherwise – to attain a safe and healthful environment.

Exemplary Safe and Healthful Behavior

Example has been a recognized teaching technique since time immemorial. With respect to safety and health which, except for special instances, have largely been ignored in the past, it becomes particularly important for all personnel of the educational institution, whether administrators, or professional or nonprofessional employees, constantly to comprise desirable examples of such behavior and performance. If a proprietor, dean, or other administrator happens to drop into a laboratory where safety glasses would be a requirement, he or she should be wearing them or, without being told, don them as soon as entering; by the same token the teacher should not require students to wear them without personally wearing them. The same goes for professional employees not wearing sneakers, or other footgear, in areas where safety shoes are required. The same goes for maintenance employees, for instance, in the grounding of electrical equipment, or in the proper use of ladders. The same goes for an innumerable host of activities and actions on the part of school representatives. "Practice what you preach" might well be called a trite cliche, but that doesn't make it less true. Of course, this kind of performance requires both a knowledge of pertinent laws, regulations, and safety and health practices and the willingness to apply them.

Teaching Safety and Health

By this time you are probably wondering why I keep on using the phrase, "safety and health." There are several reasons. One is to snipe away at the old aversion of safety and health people for

each other; another is in agreement with the OSHA marriage of the two terms, and a third is to foster the realization that, in the occupational sense, the meaning of both is virtually synonymous. To me an injury is both a trauma or a health impairment; a person is just as dead if he dies from a fall or from occupational cancer. This is a concept that needs attention in curricular programs.

Aspects of OSHA also require curricular treatment. I have already referred to the fact that most of your students will be spending their occupational careers in the world of OSHA; they should know what they are getting into. One OSHA facet particularly needing attention consists of the standards. The standards prescribe the condition of the work environment; by definition they are "rules, or codes, or regulations specifying minimum levels for the safe and healthful condition of a work environment." They are the heart of OSHA inspections, and failure to comply with them similarly constitutes violations, and in turn, the assessment of penalties.

There are many sets of standards, of which the basic ones applying to major work environments comprise the General Industry standards, which bear the identifying number of 1910; the Construction Standards, or 1926 series; the Maritime Standards, bearing series from 1915 to 1919 (Ship Repairing, 1915; Shipbuilding, 1916; Shipbreaking, 1917; Longshoring, 1918, and Gear Certification, 1919). Finally, there are the Agriculture Standards, which bear the identifying number and a decimal point. The most voluminous by far are the General Industry Standards. Most occupational activities fall within the General Industry cateogry; therefore it tends to be the most important to the greatest number of persons. Among the operations covered by the General Industry Standards are both manufacturing and non-manufacturing industry, plus offices, schools, churches, retail establishments, commercial enterprises, banks, hospitals, and the like. The smallest category thus far is Agriculture; only a few of these specific standards have thus far emerged. Students should know which standards are pertinent to their specific occupations; in some cases these can include several categories, for example, both general industry and construction.

Students should also know that the standards are far from perfect, that they contain many gaps, gray areas, and imperfections; they should also know what is being done about improving them. One means of countering these inadequacies lies in Section 5 (a) of the Act:

> . . . Each Employer (1) shall furnish to each of his employees employment and a place of employment which are free from recognized hazards that are causing or are likely to cause death or serious physical harm to his employees . . .[3]

This clause fills all gaps in the standards. By way of interpretation, if a "recognized hazard" exists, regardless of whether or not there is a relevant standard, there is a violation subject to citation and penalty, and many are issued on the basis of the clause. Because this section of the Act is designated "Duties," the statement is popularly referred to as the "General Duty Clause." Students should know about it.

There are many other OSHA facets that students should know, among them complaint and appeal procedures, types of violations and penalties, record-keeping requirements, and the interplay with other laws and standards. In fact, a recent bulletin calls for OSHA instruction in all CETA programs. OSHA is far from being the only federal agency with safety and health responsibilities; others include its sister organization, the National Institute for Occupational Safety and Health (HEW), U.S. Department of Agriculture, Food and Drug Administration, Consumer Product Safety Commission, Small Business Administration, National Bureau of Standards, Federal Railroad Administration, Mining Enforcement and Safety Administration, National Highway Traffic Safety Administration (DOT), and Environmental Protection Agency. A task force is continually engaged in endeavoring to eliminate duplication among these agencies. Students should also be aware that there is no grandfather clause in the Act, and therefore no immunity from penalty of any operation in process before the Act was passed.

Time does not permit going into these and other important facets in detail; however, I believe I have at least minimally addressed the need for specific OSHA instruction in occupational curricular programs.

---

[3] Congress of the United States, *Occupational Safety and Health Act of 1970.*

School Safety and Health Program

Last but not least, it is my firm conviction that institutions pursuing occupational education programs need to organize, implement and maintain a comprehensive safety and health program covering all aspects of the establishment.

Such a program basically entails three broad categories, each concerned with primary and support functions of an educational institution: operations, instruction, and traffic control. The last named is, in reality, an operational function; however, its extent and scope warrant its individual categorization. Similarly, security is an operational function; in large schools, especially institutions of higher learning, this function may warrant individual categorization and handling as well. In the average-sized institution, though, the operational category logically includes administrative services, maintenance and repair, custodial services, grounds maintenance, specialized areas, and security. The instructional category would include both curricular, co-curricular, and specialized programs, while the traffic control category would encompass parking areas, vehicle storage and maintenance, loading zones, traffic flow, and student transportation.

Activity-wise, safety and health programs range from the simple to the highly sophisticated. All programs, regardless of how simple or complex, contain the same basic elements, which begin with the critically important acceptance of responsibility by the school administration, publication of its safety and health policy, and support of program organization and implementation. Without this factor, no program can ever succeed. Then follow elements including identification of hazards and standards, environmental hazard (through survey) and human hazard (through job hazard analysis) control, development of plans and priorities (priorities would include such factors as cost, time, degree of hazard), assignment of responsibility, inspection procedure development, and self-inspection. Simultaneously developed should be elements including those pertaining to accident record requirements identification, the investigation and recording of accidents and development of procedures therefore, assignment of investigative responsibility, conduct of the investigations, and collection and reporting of accident data.

Then the two simultaneous activities merge with the concurrent analysis of inspection and accident reports, followed by recommendation for corrective action, accomplishment of the action, and evaluation; thence follows a return through the entire process.

Conclusion

I realize I have gone very hurriedly through a topic which needs much more time to be adequately addressed. I believe I have, however, covered the major facets of OSHA as they pertain to occupational education, the need for incorporating OSHA into educational programs, the fact that OSHA is not enough, and what is needed to fulfill the total educational responsibility. Thank you most sincerely for this opportunity of presenting what I feel to be a topic of pressing and timely importance.

A SCHOOL SAFETY AND HEALTH PROGRAM FORMAT

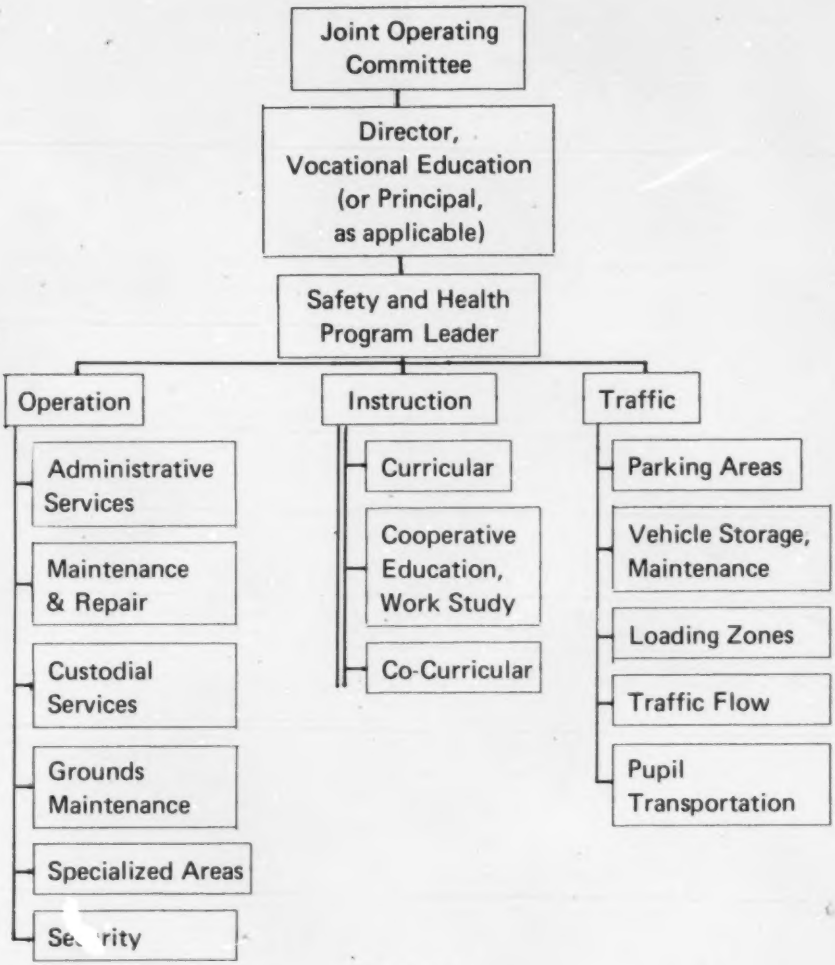


Figure 1

None of the categories shown above has been broken down into specific components; however these are easily recognizable. For example, the school cafeteria or lunch room constitutes a specialized area. It should also be noted that cooperative education, in fact all work study, is intrinsically curricular; these were categorized separately due to their unique characteristics.

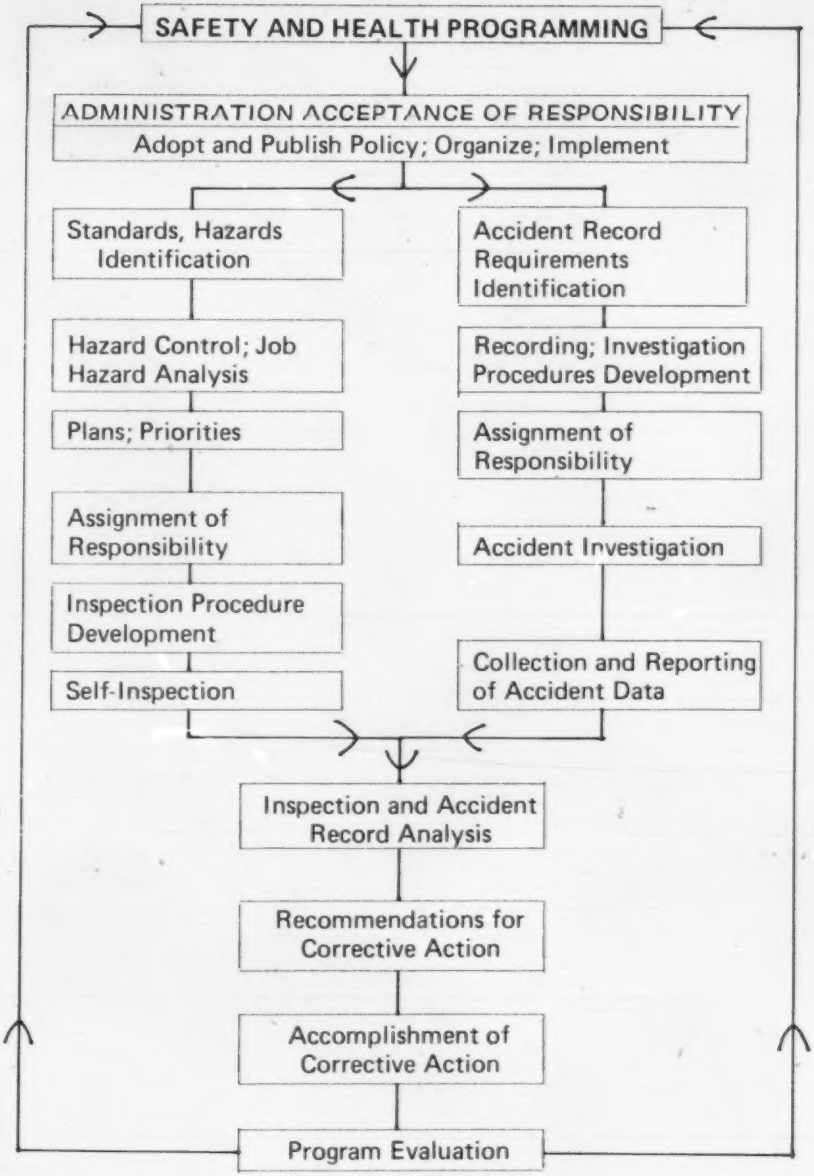

SAFETY AND HEALTH PROGRAMMING
ADMINISTRATION ACCEPTANCE OF RESPONSIBILITY
Adopt and Publish Policy; Organize; Implement
Standards, Hazards Identification
Hazard Control; Job Hazard Analysis
Plans; Priorities
Assignment of Responsibility
Inspection Procedure Development
Self-Inspection
Accident Record Requirements Identification
Recording; Investigation Procedures Development
Assignment of Responsibility
Accident Investigation
Collection and Reporting of Accident Data
Inspection and Accident Record Analysis
Recommendations for Corrective Action
Accomplishment of Corrective Action
Program Evaluation

Figure 2

REFERENCES

A.M. Best Company, *Best's Loss Control Engineering Manual.* Ambest Road, Oldwick, New Jersey: The Company, 1972.

Bureau of National Affairs, Inc., *Occupational Safety and Health Reporter.* 1231 25th Street, N.W., Washington, D.C. 20037: The Bureau (Biweekly).

Congress of the United States, "Occupational Safety and Health Act of 1970," *Public Law 91-596.* (91st Congress) Washington, D.C. 20402: Superintendent of Documents, U.S. Government Printing Office, 1970.

Cox, Henry H., Managing Editor, *ASSE Journal: Official Publication of the American Society of Safety Engineers.* (Published Monthly) 850 Busse Highway, Park Ridge, Illinois 60068: American Society of Safety Engineers.

Department of Labor (Occupational Safety and Health Administration), *Occupational Safety and Health: A Bibliography.* Springfield, Virginia 22151: National Technical Information Service, U.S. Department of Commerce, 1974.

International Labour Office (Geneva), *Encyclopedia of Occupational Health and Safety.* 330 West 42nd Street, New York, New York 10036: McGraw-Hill Book Company, 1974.

National Institute for Occupational Safety and Health, Center for Disease Control, Public Health Service, U.S. Department of Health, Education, and Welfare, *The Industrial Environment — Its Evaluation and Control.* (Third Edition) Washington, D.C. 20402: Superintendent of Documents, U.S. Government Printing Office, 1973.

Occupational Safety and Health Administration, U.S. Department of Labor, *Job Safety and Health.* (Published Monthly) Washington, D.C. 20402: Superintendent of Documents, U.S. Government Printing Office.

_____, *General Industry Occupational Safety and Health Standards.* Washington, D.C. 20402: Superintendent of Documents, U.S. Government Printing Office, January 1976.

_____, "Occupational Safety and Health Standards for Maritime Employment," *Federal Register,* Part II, Title 29 - Labor, Vol. 39, No. 119 (Wednesday, June 19, 1974). Washington, D.C. 20402: Superintendent of Documents, U.S. Government Printing Office.

_____, "Construction Safety and Health Regulations," *Federal Register,* Part II, Title 29 - Labor, Vol. 39, No. 122 (Monday, June 24, 1974). Washington, D.C. 20402: Superintendent of Documents, U.S. Government Printing Office.

Schwenn, Edwin G., Managing Editor, *Professional Safety: Official Publication of the American Society of Safety Engineers.* (Published Monthly) 850 Busse Highway, Park Ridge, Illinois 60068: American Society of Safety Engineers.

Sheridan, Peter J., Editor, *Occupational Hazards.* (Published Monthly) P. O. Box 5746-U, Cleveland, Ohio 44115: Industrial Publishing Company, Division of Pittway Corporation.

Wahl, Ray, *A Safety and Health Guide for Vocational Educators.* (Project No. 24-6074, Pennsylvania Department of Education, Bureau of Vocational Education) Vol. 15, No. 1. University Park, Pennsylvania 16802: Division of Occupational and Vocational Studies, The Pennsylvania State University, 1977.

HIGHLIGHTS OF DISCUSSION ON OSHA

1. OSHA standards affect everyone, from the president to the student in an institution. It is a moral as well as a legal obligation of the institution to teach the student the respective OSHA standards that will affect his/her future work environment.
2. Where will postsecondary institutions find the funds to pay for the required changes in order to comply with OSHA standards? It has been estimated that it will cost a minimum of $250.00 per student to bring postsecondary institutions into compliance.
3. There are no funds available from OSHA, federal or state governments for making the necessary changes and improvements to buildings and their environments in postsecondary institutions to meet compliance.
4. Curriculums must be constructed at both secondary and postsecondary levels so that OSHA standards are taught effectively to every student. Again, there are no funds available from OSHA for developing educational curriculum materials.
5. A Federal Task Force recommends that all CETA programs give instruction in OSHA standards to their prospective employees.
6. Teacher educators must develop in-service programs on OSHA to teach vocational instructors at the secondary and postsecondary levels.
7. There is concern that facilitators of public educational institutions are not aware of what is safe and what isn't safe in terms of OSHA regulations.
8. Students are being prepared to work for industries totally covered by OSHA in public institutions which ignore safety in educational programs.
9. To what degree are faculty members required to make students aware of the potential hazards of industry?
10. There is concern that many colleges do not have basic safety reference materials in their libraries or laboratories.
11. Only one two-year college out of 44 in the state of New York has fully implemented the concerns of OSHA into each of its technical programs.
12. Teachers must be both trained and knowledgable about hazards in their respective fields.

13. The enforcement of OSHA regulations has forced many small employers out of business. Small businesses make up 90% of the employers, but only hire 10% of the work force. Large businesses make up only 10% of the employers but hire 90% of the work force. Small businesses through the Small Business Administration now have available monies to enable them to comply with OSHA regulations. However, many long established small businesses refuse to comply, even though the work environment is a booby trap for employees.

14. Many OSHA standards adopted at the inception of the law in 1971 are now being eliminated. These are defined as not being applicable or as having little or no bearing on health safety and accident prevention in the work environment.

15. OSHA is under much criticism because it hasn't moved fast enough in the development of standards, yet a great deal of time is required to adopt a given standard.

16. OSHA law is sound, but regulations are unsound in many instances.

17. We must make sure there is no misunderstanding with cooperative vocational education (CVE) and the education amendments of 1976 with reference to unpaid work experience. Cooperative vocational education students employed in coop vocation education programs must be compensated. Employment is related to instruction and must have a teacher coordinator that provides supervision with both school and employers.

APPENDIX A

TENTH ANNUAL CONFERENCE ON POSTSECONDARY OCCUPATIONAL EDUCATION

October 4-5, 1978

THEME: NEW FEDERAL LEGISLATION EMPHASIS ON POSTSECONDARY VOCATIONAL EDUCATION

PROGRAM

Wednesday, October 4

10:00 a.m.	Final Registration –	Keller Conference Center, Lobby
12:00 noon	Lunch –	Nittany Lion Inn, Assembly Room
	Opening Remarks –	Dr. Jerry L. Wircenski
1:00 p.m.	Keynote Address –	Keller Conference Center, Room 402
	Introduction of Speaker –	Dr. S. V. Martorana
	Presenter –	Dr. Eugene Bottoms Executive Director American Vocational Association
1:45 p.m.	**Group 1** –	Room 403
	TOPIC –	CETA
	Presenter –	Dr. Russell C. Paulsen Administrator of Research, Planning and Development North Central Technical Institute Wausaw, WI

Wednesday, October 4 (continued)

	Moderator –	Dr. Jerry L. Wircenski
	Reactors –	Mr. Robert Fenton Mr. Charles Fahnestock
	Group 2 –	Room 405
	TOPIC –	Sex Stereotyping
	Presenter –	Ms. Roslyn Kane President, Rj Associates Arlington, VA
	Moderator –	Dr. Don E. Evans
	Reactors –	Mr. Lewis Dimasi Ms. T. Jean Mazero
3:15 p.m.	Refreshment Break –	Multipurpose Room (ground level)
3:30 p.m.- 5:00 p.m.	**Group 1** –	Room 403
	TOPIC –	Sex Stereotyping
	Presenter –	Ms. Roslyn Kane President, Rj Associates Arlington, VA
	Moderator –	Dr. Jerry L. Wircenski
	Reactors –	Mr. Thomas Feeney Ms. Sandra Drake

Thursday, October 5 (continued)

	Moderator –	Dr. L. Allen Phelps
	Reactors –	Dr. Sam Curtis Dr. Byron Rinehimer
	Group 2 –	Room 405
	TOPIC –	OSHA
	Presenter –	Dr. Ray Wahl Retired Chief of Curriculum Development for OSHA Former Professor of Vocational and Industrial Education The Pennsylvania State University
	Moderator–	Dr. Donald E. Evans
	Reactors –	Mr. Grant Berry Mr. Lawrence Gray
10:30 a.m.	Refreshment Break	
10:45 a.m.	**Group 1**–	Room 403
	TOPIC –	OSHA
	Presenter –	Dr. Ray Wahl Retired Chief of Curriculum Development for OSHA Former Professor of Vocational and Industrial Education The Pennsylvania State University
	Moderator –	Dr. S. V. Martorana
	Reactors –	Mr. Robert Johnston Mr. George Elison

Wednesday, October 4 (continued)

	Group 2 –	Room 405
	TOPIC –	CETA
	Presenter –	Dr. Russell C. Paulsen Administrator of Research, Planning and Development North Central Technical Institute Wausaw, WI
	Moderator –	Dr. S. V. Martorana
	Reactors –	Mr. Joseph P. Basaman Mr. Frank Ensminger
5:30 p.m.- 6:30 p.m.	Reception (Cash Bar) –	Nittany Lion Inn, Fireside Lounge

Sponsored by the Penn State Collegiate: Higher Education Student Association, Future Farmers of America, and Vocational Industrial Clubs of America

Evening Dinner (on your own)

Thursday, October 5

9:00 a.m.	**Group 1** –	Room 403
	TOPIC –	Handicapped and Disadvantaged
	Presenter –	Dr. Thomas C. Cooke Director, Indiana State Project for Vocational Education for Special Populations Purdue University

Thursday, October 5 (continued)

	Group 2 –	Room 405
	TOPIC –	Handicapped and Disadvantaged
	Presenter –	Dr. Thomas C. Cooke Director, Indiana State Project for Vocational Education for Special Populations Purdue University
	Moderator –	Dr. Thomas E. Long
	Reactors –	Mr. Richard Shaffner Mr. Jim Lewis
12:20 p.m.	Optional Lunch –	Nittany Lion Inn, Colonial Room 2

APPENDIX B

PLANNING COMMITTEE

Dr. S. V. Martorana, Center for the Study of Higher Education, The Pennsylvania State University, University Park, PA 16802.

Dr. Donald E. Evans, Department of Agricultural Education, The Pennsylvania State University, University Park, PA 16802.

Dr. Jerry L. Wircenski, Division of Occupational and Vocational Studies, The Pennsylvania State University, University Park, PA 16802.

Dr. Kenneth P. Mortimer, Director, Center for the Study of Higher Education, The Pennsylvania State University, University Park, PA 16802.

Dr. Gene M. Love, Head, Department of Agricultural Education, The Pennsylvania State University, University Park, PA 16802.

Dr. Robert E. Andreyka, Head, Division of Occupational and Vocational Studies, The Pennsylvania State University, University Park, PA 16802.

Mr. Robert L. Sheppard, Two-Year Programs, The Pennsylvania Department of Education, Harrisburg, PA 17126.

APPENDIX C

NOTES ON THE AUTHORS

GENE BOTTOMS is presently the Executive Director of the American Vocational Association. He has previously served as Director of Educational Improvement in the Georgia State Department of Education, Director of Vocational Education, also in the Georgia State Department of Education, Guidance Director at South Georgia Technical and Vocational School, and Elementary School Principal in the Georgia Public School System. He received his education at the University of Georgia and earned a Doctorate in Education in 1965.

RUSSELL C. PAULSEN, Ph.D., Administrator of Research, Planning and Development, North Central Technical Institute, Wausau, Wisconsin, has worked closely with Manpower programs for the past 15 years. He is active in serving on three Manpower councils and presently administers over $2 million of federal grants annually. Dr. Paulsen has spoken at various state and regional workshops on vocational education, has published several articles on vocational education, and is active as a consultant/evaluator with the North Central Accrediting Association.

ROSLYN D. KANE, President, Rj Associates, Inc. and the Institute for Women's Concerns, directed the studies on Women in Apprenticeship, 1977; Non-traditional Women in Postsecondary AVTS, 1976; Non-traditional Women in Secondary AVTS, 1978; Adult Women in AVTS, 1979; and A Model for the Retraining of Unemployed Teachers, 1977. In addition, she has served on a variety of commissions and boards in a consultant capacity including the Congressional Black Caucus, the National Council of La Raza, the National Urban Coalition, the Robert F. Kennedy Memorial Foundation, the National Congress of American Indians, National Indian Health Board, the National Governor's Association, Stanford University and the Universities of Chicago and California, Kaiser Industries Inc., United Automobile Workers, Ford Foundation, the Ford Foundation Gray Area's Project, State of Michigan Department of Public Instruction and as consultant to 44 school districts during which time she assisted in the redesign of Vocational Education Program of Detroit.

THOMAS C. COOKE, Director of the University Consortium for Developing Vocational Special Needs Personnel in Indiana, was Vice President and Dean of Academic Affairs of a vocational-technical college in Philadelphia for nine years. Prior to that, he was a teacher and a member of the staff of the Philadelphia Youth Study Center, where he directed the staff development program. He has directed or participated in several research efforts concerning handicapped and disadvantaged populations. His publications include, "Equalitarianism Via Postsecondary Vocational Education," *The Graduate Monograph,* The Pennsylvania State University, and "The Private Colleges and Postsecondary Vocational Education," *The Journal of Industrial Teacher Education.*

RAY WAHL, retired professor of vocational education, The Pennsylvania State University, is actively engaged in performing consultation services in safety education, curriculum development, teacher preparation, and research. Formerly he was Chief of Curriculum Development for the Occupational Safety and Health Administration (OSHA) in Washington, D.C. A native Pennsylvanian, he earned his Ph.B. degree at Muhlenberg College, Allentown, PA, and his M.A. and Ph.D. in safety education at New York University. A life-long educator, he taught secondary school for thirty-two years, was a community college dean, and served with the National Commission on Safety Education, National Education Association, Washington, prior to associating with the U.S. Labor Department. He is the author of numerous publications, among them Air Force textbooks, prepared in his capacity as a reservist, and OSHA safety and health curricula/courses.

APPENDIX D

NOTES ON THE EDITORS

JERRY L. WIRCENSKI is associate professor in the Division of Occupational and Vocational Studies and faculty associate at the Center for the Study of Higher Education at The Pennsylvania State University. He holds a Ph.D. in vocational-technical education from Ohio State University and is currently serving as coordinator of post-secondary and adult education in the Division of Occupational and Vocational Studies. Prior to his appointment at Penn State, he served on the faculty at Purdue University as coordinator of vocational-industrial education. He has published numerous articles and research reports in the area of vocational-technical education.

DONALD E. EVANS is assistant director of teacher education at Penn State and assistant professor in the Department of Agricultural Education, affiliate assistant professor of vocational industrial education in the Division of Occupational and Vocational Studies, and a faculty associate at the Center for the Study of Higher Education. He is Head of the General Agriculture major and the College of Agriculture Coordinator for Internships. Dr. Evans has a B.S. in Agriculture and Biological Sciences, an M.Ed. in Agricultural Education, and a D. Ed. in Vocational Industrial Education from Penn State. He teaches undergraduate and graduate courses, conducts sponsored research through the Agricultural Experiment Station and P.D.E. He is an Extension Education Specialist of the Cooperative Extension Service. Dr. Evans is the adviser for the Collegiate FFA and is the state coordinator for the 1979 Pennsylvania Vocational Education Conference. He has published numerous monographs, research reports, and articles in agricultural education and vocational industrial education. He and his wife own/operate a beef and crop farm at Spruce Creek where he is active in several agricultural cooperatives, farm and civic organizations, and the church.

S. V. MARTORANA is research associate at the Center for the Study of Higher Education and professor of higher education in the College of Education at Penn State. Dr. Martorana has an M.A. and Ph.D. in

education from the University of Chicago. Before joining the University, he was Vice Chancellor for community colleges and Provost for technical-vocational education, State University of New York; he earlier served in a number of administrative and policy-making capacities in higher education, particularly in the areas of community colleges and state-wide planning and coordination. He has published numerous books, monographs, and articles in these areas, among which are *Organized Occupational Programs Leading to Degrees* (with Henry H. Armsby and Walter C. Eells), *Criteria for Establishing Two-Year Colleges* (with D. Grant Morrison), *State Boards Responsible for Higher Education* (with Ernest V. Hollis), *Managing Academic Change* (with Eileen Kuhns), *Regionalism in American Post-secondary Education: Concepts and Practices* (with Larry A. Nespoli), and "Assessing Student Progress in Preparation for Work" in *New Directions for Community Colleges* (Summer, 1977). He chaired the Planning Committee and was co-editor of the proceedings published from the Eighth and Ninth Annual Conferences on Post-Secondary Occupational Education.

APPENDIX E

NOTES ON 1979 CONFERENCE

The Eleventh Annual Conference on Postsecondary Occupational Education will be held October 3 and 4, 1979 at University Park, The Pennsylvania State University.

Conference detail will be available this summer.

Conference Co-Chairmen:

Dr. Donald E. Evans, Assistant Professor
Department of Agricultural Education
College of Agriculture
(814) 863-0443

Dr. S. V. Martorana, Professor
Center for the Study of Higher Education
College of Education
(814) 865-8367

Dr. Jerry L. Wircenski, Associate Professor
Division of Occupational and Vocational Studies
College of Education
(814) 865-8361

Sponsored by:

Center for the Study of Higher Education
Division of Occupational and Vocational Studies
Department of Agricultural Education

Center for the Study of Higher Education
The Pennsylvania State University

The Center for the Study of Higher Education was established in January 1969 to study higher education as an area of scholarly inquiry and research. Dr. Kenneth P. Mortimer, its director, is aided by a staff of twenty, including five full-time researchers and a cadre of advanced graduate students and supporting staff.

The Center's studies are designed to be relevant not only to the University and the Commonwealth of Pennsylvania but also to colleges and universities throughout the nation. The immediate focus of the Center's research falls into the broad areas of governance, graduate and professional education, and occupational programs in two-year colleges.

SELECTED PUBLICATIONS AVAILABLE FROM THE CENTER FOR THE STUDY OF HIGHER EDUCATION

Monographs

Interdisciplinary Programs and Administrative Structures: Problems and Prospects for the 1980s, Caroline D. Eckhardt, June 1978.

Study, Talk, and Action, A Report of a National Conference on Regionalism and Regionalization in American Postsecondary Education, S. V. Martorana and Lawrence A Nespoli, Editors, September 1978.

Faculty Bargaining and the Politics of Retrenchment in the Pennsylvania State Colleges 1971-1976, Mark D. Johnson and Kenneth P. Mortimer, September 1977.

Governance in Institutions with Faculty Unions: Six Case Studies, Kenneth P. Mortimer and Richard C. Richardson, Jr., May 1977.

Reflections on University Values and the American Scholar, G. Lester Anderson and Associates, June 1976.

An Assessment of Community College Staff Development Needs in the Northeastern United States, James O. Hammons and Terry H. Smith Wallace, May 1976.

Faculty Collective Bargaining Activity in Pennsylvania: The First Five Years (1970-1973), Walter J. Gershanfeld and Kenneth P. Mortimer, with the assistance of Mark D. Johnson, April 1976 (jointly with Center for Labor and Manpower Studies, Temple University).

Faculty Voting Behavior by the Temple University Collective Bargaining Elections, Kenneth P. Mortimer and Naomi V. Ross, with the assistance of Michael E. Shorr and Cheryl Toronyi, April 1975.

CUPIR: Cooperative Utilization of Private Institutional Resources: A Multifaceted Thrust for the Private Junior Colleges, S. V. Martorana, Eileen P. Kuhns, Richard M. Witter, and Alan J. Sturtz, October 1974 jointly with the American Association of Community and Junior Colleges).

Innovative Programs in Education for the Professions, Larry L. Leslie, June 1974.

Insights into Higher Education: Selected Writings of CSHE, 1969-73, Vol. III, Curriculum, Graduate and Professional Education, Finance, Winter 1974.

Insights into Higher Education: Selected Writings of CSHE, 1969-73, Vol. II, Community College and Postsecondary Occupational Education, Winter 1974.

Insights into Higher Education: Selected Writings of CSHE, 1969-73, Vol. I, Governance, Winter 1974.

Anatomy of a Collective Bargaining Election in Pennsylvania's State-Owned Colleges, G. Gregory Lozier and Kenneth P. Mortimer, February 1974.

Variability in Faculty Perception of the Legitimacy of Decision Making at Nine Pennsylvania Institutions, David W. Leslie, November 1973.

Numbered Reports

State Legislation Affecting Community and Junior Colleges, 1978, S. V. Martorana and Wayne D. Smutz, June 1979, Report No. 33.

Principles, Practices, and Alternatives in State Methods of Financing Community Colleges and an Approach to Their Evaluation, with Pennsylvania a Case State, S. V. Martorana, and James L. Wattenbarger, February 1978, Report No. 32.

State Legislation Affecting Community and Junior Colleges, 1977, S. V. Martorana and W. D. Smutz, March 1978, Report No. 31.

The Continuing Saga of Institutes and Centers, Renee C. Freidman, May 1977, Report No. 28.

State Legislation Relating to Community and Junior Colleges, 1976, S. V. Martorana and Lawrence A. Nespoli, February 1977, Report No. 27.

Regionalism and Statewide Coordination of Postsecondary Education, S. V. Martorana and W. Gary McGuire, September 1976, Report No. 26.

Distributions of Authority and Patterns of Governance, Manuel G. Gunne and Kenneth P. Mortimer, December 1975, Report No. 25.

The Higher Education Faculty of Pennsylvania Selected Characteristics, Larry L. Leslie and James Creasy, July 1974, Report No. 24.

Pennsylvania's "State-Owned" Institutions: Some Dimensions of Degree Output, William Toombs and Stephen D. Millman, February 1973, Report No. 20.

Reports 1-19, 21, 22, 23, 29, 30 out of print.

Conference Reports

State-Local Agency and Community College Cooperation for Community Improvement: A Conference of State and Local Officials in the Middle Atlantic States, S. V. Martorana and James O. Hammons (eds.), December 1974.

The Seventh Annual Pennsylvania Conference on Postsecondary Occupational Education, Angelo C. Gillie (ed.), June 1976.

The Ninth Annual Pennsylvania Conference on Postsecondary Occupational Education: Programming Postsecondary Occupational Education, S. V. Martorana, Jerry L. Wircenski, Donald E. Evans, and Ray F. Wahl (eds.), June 1978.

Bibliographies

Selected Bibliography in Higher Education, August 1974.

The University and the Arts: A Preliminary Annotated Bibliography, Ann Kieffer Bragg, May 1974.

The History of Black Higher Education in the United States: A bibliography, Andrew E. Dinniman, October 1976.

Occasional Papers

A Case for Low Tuition, Larry L. Leslie, November 1974.

Journals of Education for the Professions: A Preliminary Study, Ann Kieffer Bragg and G. Lester Anderson, May 1974.

Collective Bargaining in Pennsylvania: A Summary of Collective Bargaining Agreements, Ralph L. Boyers in collaboration with Robert E. Sweitzer, August 1973.

Community College Teacher Preparation Programs in the U.S.: A Bibliography with Introductory Notes, Naomi V. Ross, August 1972.

U.Ed. 79-915